

Item No: L0617 Item 1
Subject: WESTCONNEX UPDATE REPORT: M4-M5 LINK CONCEPT DESIGN, LOCAL AREA TRAFFIC IMPROVEMENT STRATEGY, COMPLIANCE ISSUES AND CIVILISING WESTCONNEX EXHIBITION
File Ref: 16/6107/62243.17
Prepared By: Kendall Banfield - Manager WestConnex Unit
Authorised By: Simon Manoski - Group Manager Strategic Planning

SUMMARY

This report relates progress of four WestConnex items. The first item is the public exhibition of the WestConnex Stage 3 (M4-M5) Link Concept Design, the second item is procurement of consultants for Council's Local Area Traffic Improvement Strategy, the third item is WestConnex compliance issues, whilst the fourth item is an assessment by Council staff of the University of NSW Civilising WestConnex exhibition.

RECOMMENDATION

THAT the report be received and noted and LRAC provide any feedback.

BACKGROUND

Item 1: M4-M5 Link Concept Design exhibition

Progress on this item was included in the WestConnex Update Report to last month's LRAC and Council meetings. To assist the drafting of Council's submission on the WestConnex Stage 3 (M4-M5 Link) Concept Design, Council's WestConnex Unit has undertaken a competitive Request for Quote (RFQ) process and has selected Beca Consulting to assist with the drafting of its submission. Beca is a mid-sized planning/engineering consultancy with a range of skills relevant to the assessment. Importantly, the firm has no WestConnex contracts, so conflict-of-interest issues are not raised.

Beca's assessment of the Concept Design (now underway) will integrate comments from specialist Council staff, as well as any issues that are raised with Council by the community. A similar process will be undertaken to select a consultant and prepare Council's submission when the EIS exhibition commences – expected in the third quarter of 2017.

At this stage, the Concept Design assessment timeline is as follows:

- end of May 2017 – commencement of exhibition and RFQ sent to consultants;
- early June 2017 – preferred consultant selected and assessment commences;
- mid June 2017 – progress report on assessment to 13 June LRAC meeting;
- end of June 2017 – draft submission completed;
- early July 2017 – submission lodged with Sydney Motorway Corporation (SMC);
- mid July 2017 – submission reported to 11 July LRAC meeting; and
- end of July 2017 – submission reported to 25 July Council meeting.

Any comments from LRAC's consideration of the submission at the 11 July 2017 meeting will be forwarded to SMC as an addendum to the submission. In the progress report to last month's Council meeting, an initial list of Council staff issues on the Concept Design was included - this list will be expanded and refined as the assessment progresses. Reports on

progress of the assessment will continue to Council, LRAC, the WestConnex Community Liaison Forum (WCLF) and through the WestConnex Weekly Update Report, available on Council's website.

The Concept Design exhibition has not only raised content issues for Council, but also process issues. At its 23 May 2017 meeting, Council resolved to write to the Minister for WestConnex about these process issues. The relevant letter is at **ATTACHMENT 1**.

A significant Stage 3 issue is the location of mid-tunnel construction dive sites and their impacts. For the dive-site in the Leichhardt/Lilyfield area, the Concept Design states that SMC is considering the 7 Darley Road site, but is also investigating the Rozelle Rail Yards (RRY) (western end) as an alternative. For some months, Council has been advocating the RRY site as a potential lower-impact alternative to Darley Road. Relevant recent letters are at **ATTACHMENTS 2 to 4**.

Note that Roads & Maritime Services (RMS) staff will provide a briefing to this LRAC meeting on the proposed Western Harbour Tunnel. SMC staff were invited to brief the meeting on the M4-M5 Link Concept Design, but have declined.

Item 2: Local Area Traffic Improvement Strategy (LATIS)

Progress on this item was included in the WestConnex Update Report to the April 2017 Council meeting. It was reported then that it has taken some time for Council staff to identify a consultant with a traffic modeling capability suitable for this project. It was determined that one consultant has that capability – Veitch Lister Consulting (VLC). Accordingly Council resolved in April 2017 to allow the General Manager (in accordance with relevant provisions of the Local Government Act) to negotiate directly with VLC provide a quote for use of its Zenith model to determine the traffic impact of WestConnex on local roads, based on RMS modeling data for main roads. VLC has recently provided this quote.

In the April 2017 report to Council, it was explained that VLC is involved in a modeling project with a firm related to WestConnex. To avoid any potential conflict-of-interest, Council and VLC have agreed that Council will commission a third-party traffic consultant to peer review VLC's modeling results. The third-party consultant will also use the modeling results to shortlist local roads to be treated with Local Area Traffic Management (LATM) schemes. This consultant will also undertake the LATM scheme design work.

VLC has requested in its quote that the modeling does not include any traffic volume details for WestConnex, its ramps and some sections of major roads that connect to the project. This does not raise concerns for Council, as the LATIS project is intended to focus on local roads, not WestConnex itself or main roads in the vicinity. Council staff are currently negotiating a final scope of works and contract with VLC and have issued a RFQ for the third-party consultant.

Consistent with Council's brief, the VLC quote proposes to model the following scenarios:

- base case 2011;
- base case 2021;
- project case 2021 – WestConnex Stages 1 & 2;
- project case 2031 – WestConnex Stages 1 & 2; and
- project case 2031 – WestConnex Stages 1, 2 & 3.

Also consistent with Council's brief, key outputs from the modeling would be volume capacity ratios for local roads, levels of service, average travel speeds and delay estimates.

At this stage, the timeline for this project is as follows:

- early June 2017 – VLC appointed and data gathering commences;
- mid June 2017 – third-party traffic consultant appointed;
- late June 2017 – VLC scenario modeling commences;
- mid July 2017 – analysis of modeling by VLC & third-party traffic consultant commences and progress reported to LRAC & Council meetings;
- late August 2017 – analysis concludes;
- early September 2017 – LATM scheme design by third-party traffic consultant commences; and
- mid September 2017 – progress report to first meeting of elected Council.

As is indicated above, further progress reports on this project will be provided to the July 2017 LRAC and Council meetings.

Item 3: Compliance issues

With construction of WestConnex Stages 1 and 2 proceeding at pace in 2016 and 2017, Council has become acutely aware of the extensive number and variety of compliance issues that have arisen over this period. As would be expected, most issues have arisen around the main WestConnex surface construction areas at Haberfield (M4 East) and St Peters (New M5).

Statutory compliance responsibility for State Significant Infrastructure (SSI) projects such as WestConnex rests with consent authority Department of Planning & Environment (DP&E). The DP&E compliance team works with communities across NSW to ensure these projects meet conditions of their approvals. Further information on DP&E enforcement activities is available on the DP&E website. The DP&E has been enforcing WestConnex compliance for some time, but in July 2016 appointed an officer fully dedicated to WestConnex in July 2016. Originally this officer was based part-time at Council's Ashfield Service Centre, but moved into Council's WestConnex Unit at the Petersham Service Centre when it was established in late 2016.

Since construction began, Council's Administrator has recognised the need for adequate compliance resources to ensure residents' complaints about the project's impacts are addressed promptly and effectively. It is particularly important that residents' complaints arising from non-compliance with the project's Conditions of Approval (CoA) are addressed this way. Accordingly, throughout 2016 and 2017 the Administrator has been engaged in advocating to the DP&E and other relevant bodies that increased compliance resources and improved complaints handling procedures are needed.

The main DP&E action resulting from this advocacy is recent allocation of an additional (second) WestConnex compliance officer to assist the primary officer. Both officers are involved in field inspections and attend WCLF meetings and WestConnex Community Reference Group (WCRG) meetings. The DP&E has also recently established a new State Interagency Group to monitor and review compliance issues – initially for WestConnex, but likely to broaden to include other projects in the future. The group includes representatives from the Environment Protection Authority (EPA), SafeWork, NSW Health and the DP&E, and meetings have been held in March, April and May 2017. In addition, DP&E compliance officers and other relevant DP&E staff meet twice monthly with RMS staff on WestConnex matters.

Council and DP&E staff within the WestConnex Unit continue to discuss and implement processes to improve the collection of complaints statistics and co-ordination of complaints handling. A standard procedure for handling of e-mailed complaints that includes copying-in of relevant stakeholders has been established. Importantly, complaints are always forwarded or

copied to SMC to ensure they are logged on SMC's complaints register. It is planned that in the near future, a summary of Council and DP&E complaints statistics will be included in WCLF papers, available on Council's website.

EPA plays a secondary but nonetheless important role in monitoring WestConnex compliance. Whilst EPA is not responsible for CoA enforcement, it is responsible for enforcement of a number of general environmental impacts (such as night-time noise and odour) through either an Environmental Protection License (EPL) or through the Protection of the Environment Operations Act. EPA has advised that it does not undertake reporting in a format that can be used by external parties – however, EPA representatives are now attending all (or most) WCLF meetings to discuss WestConnex compliance issues.

In 2016 the Administrator had also investigated the possibility of Council's monitoring staff playing a formal WestConnex compliance role. Council's legal staff advised that this is not possible according to infrastructure planning legislation unless specifically requested by the Minister for Planning. Although Council's WestConnex compliance role is limited, it plays an important support role for the DP&E's compliance officers and support for two forums - WCLF and WCRG - that assist with communication between community groups, SMC, RMS and other State agencies on compliance issues.

To date WestConnex construction complaints have related mainly to:

- noise from project construction sites and truck movements, particularly night-time noise;
- noise from utility relocations, particularly night-time noise;
- parking, traffic, public transport and pedestrian impacts from temporary or permanent road and footway closures and diversions;
- parking and traffic movement/safety impacts from project and utility related vehicles – trucks and employee's cars;
- leachate odour from St Peters Interchange site; and
- dust from construction sites; and
- night-time construction lighting impacts.

Night-time noise is a particularly important issue as it affects residents' sleep and their health in the longer-term. Cumulative noise impacts have resulted from project noise combined with noise from project-related utility relocation works - a significant issue for Haberfield residents. Neither the DP&E nor the EPA are able to control these utility works as they are separate to the project and not guided by project's CoA. The utility providers operate under their own legislation. The Administrator has raised this issue with the DP&E, who advised that cumulative impact issues are being discussed at the abovementioned Interagency Forum, with a view to improving procedures for addressing these issues in the longer-term. A further important issue has been impacts from project trucks using local roads contrary to the project's CoA. In the first half of 2017, the DP&E issued an official caution and a \$15K penalty notice in relation to these issues.

Item 4: Civilising WestConnex exhibition

In March and April 2017 an exhibition by University of NSW (UNSW) urban design students called Civilising WestConnex was held by Professor James Weirick in a UNSW exhibition space open to the public. Toward the end of exhibition period, Council staff met with Professor Weirick to view the exhibition and discuss the issues it raised. The exhibition shows that with a transit line along WestConnex Stages 1 and 2, 14 stations could be constructed which could act as a catalyst for transit-oriented development. Stage 3 would not need to be constructed. Students were given the task of designing medium-density precincts around the stations. The stations are: Parramatta, Rosehill Newington, Carter Street, Homebush, North Strathfield, Burwood, Haberfield, Rozelle, St Peters, Mascot, Arncliffe, Bardwell Park and Kingsgrove.

The stated purpose of the assignment is: “... to replace cars and trucks in the conduits with high-capacity Metro rail, and transform sites slated for spaghetti road junctions into new fine-grained neighbourhood centred on transit stations.” “... presented as a 21st century remaking of a failed 20th century paradigm – converging inner-city motorways.”

Being an urban design assignment, the students focused on station precinct designs, not on the engineering required to convert WestConnex roads within the tunnels to mass-transit. Nor did the students consider whether the route of WestConnex was suitable from a transport / land-use planning perspective. Consistent with Council’s position of opposing inner-Sydney motorways and supporting public transport, Council supports the intent of the Civilising WestConnex proposal. Notwithstanding, the following initial assessment of engineering and planning issues is provided to determine the degree of difficulty involved in implementing the proposal. More assessment work is needed, but it appears at this stage that some form of mass-transit is feasible.

As shown in diagrams at **ATTACHMENT 5**, WestConnex tunnels are large enough to accommodate a Metro system similar to that being constructed in Sydney’s north-west and planned for northern-Sydney and the Bankstown Line. However, further assessment is required to determine the extent to which ancillary Metro facilities may need to be accommodated – for example, emergency footways parallel to railway lines. Accommodating these ancillary facilities within the WestConnex tunnel profile may be difficult. Further assessment is also required to determine how additional excavation could be undertaken to accommodate station platforms and other station facilities.

Guided bus systems operating on a dedicated motorway lane would likely be more cost effective as they can be more readily be integrated into the existing motorway and need not be limited to WestConnex. Guided buses are buses steered by external means, such as physical kerb, optical guidance or magnetic guidance that excludes other traffic, resulting in a faster, safer, more comfortable and more reliable journey than conventional buses in a mixed-traffic environment, even during peak periods. Guided buses can also be powered by electric systems and can be operated as normal buses. At **ATTACHMENT 5** are three examples of guided bus systems. A further example is the Guided Electric Transit (GETs) system that has been advocated by Council as part of the NSW Government’s Parramatta Road Urban Renewal Strategy.

As a motorway, the WestConnex route has not been planned in the same way a Metro rail service would be planned - to join major trip-generators (such as commercial centres) and cover areas that are currently not well served by rail. The WestConnex route is therefore not ideal from a transport / land-use perspective, missing major centres and in parts passing too close to the existing rail network. Notwithstanding, a transit service using WestConnex could become more viable in the long-term if land around the stations was rezoned to create new centres with medium to high density housing and other uses – as is proposed by the Civilising WestConnex project.

Beyond transport infrastructure and development around stations, there are a number of other transport / land-use actions that would need to be undertaken to make the Civilising WestConnex scenario viable. These include transport demand management, programs to improve vehicle occupancies, road and transport pricing, park-and-ride facilities and other appropriate parking measures, public transport interchange improvements and complementary infrastructure for walking and cycling.

FINANCIAL IMPLICATIONS

Nil. This report does not have financial implications for Council.

OTHER STAFF COMMENTS

This report includes input from relevant Council staff.

PUBLIC CONSULTATION

Nil. There is no need for separate consultation on this report.

ATTACHMENTS

1. Letter from Administrator to Minister for WestConnex re WestConnex Stage 3 Concept Design issues
2. Letter from Administrator to WestConnex Stage 3 Project Director re Rozelle Rail Yards dive-site option
3. Letter from WestConnex Stage 3 Project Director to Administrator re Rozelle Rail Yards dive-site option
4. Letter from Administrator to Minister for WestConnex re issues raised at WCLF meeting
5. Diagram comparing WestConnex & Metro Rail tunnel profiles and photos showing examples of guided buses



16/6116

29 May 2017

The Hon. Stuart Ayres, MP
Minister for Western Sydney
Minister for WestConnex, and
Minister for Sport
GPO Box 5341
SYDNEY NSW 2001

Dear Minister

Re: M4-M5 Link Concept Design

I am writing to inform you that Council considered a *WestConnex Update Report* at its 23 May 2017 meeting and resolved (among other things) that:

"Council makes urgent representations to the Minister for WestConnex in relation to the M4-M5 Link (Stage 3) of WestConnex that:

- (a) the Concept Design Plans issued on 12 May are causing significant concern in the Inner West community due to the general, vague and selective nature of the plans and that they should either be withdrawn or immediately augmented to address concerns identified by Council and in the Coalition Against WestConnex letter dated 22 May;*
- (b) a firm closing date for submissions on the Concept Design Plans be set of not less than 8 weeks from the date of new or amended plans being released;*
- (c) there be no overlap of the exhibition of the Concept Design Plans with exhibition of the EIS [Environmental Impact Statement] in order that community comments on the Design Plans are appropriately factored into the EIS, ensuring there is a proper purpose to exhibition of the Concept Design Plans; and*
- (d) the EIS be exhibited for a period of not less than 8 weeks and, given imminent Council elections, that closing date for submissions on the EIS concludes after Council elections on 9 September to enable the newly elected Council to finalise Council's submission."*

Attached are Council's preliminary key issues arising from the exhibition of the Concept Design and future exhibition of the EIS. I also note the similar issues raised in the letter to you from the Coalition Against WestConnex dated 22 May 2017, which has been copied to me. I recognise that some of the technical issues raised may have been recently rectified.

Providing adequate time for the community to have a genuine opportunity to review material, prepare informed submissions to Government and have these submissions considered is an integral element of the NSW planning process. In this regard, your response to this resolution would be much appreciated.

Whilst I recognise that the EIS to be issued later this year will provide additional detail, it is necessary that the Concept Design contain sufficient detail for the community to have an informed view. As currently issued, Council does not believe this to be the case.

Should your administration have any questions regarding this matter, please contact Kendall Banfield, Manager WestConnex Unit on 9335 2179.

Yours sincerely


Richard Pearson
Administrator

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ATTACHMENT:**Main issues raised by Council
about the M4-M5 Link Concept Design document & exhibition**

1. **Technical issues with the document** – Council staff have found the print version is difficult to read and the online version difficult to negotiate on the screen;
2. **Lack of availability of print copies of the document** – as only one print copy of the document is available at Council service centres and in libraries, there is greater reliance on the online version with its difficulties as outlined, and it has been difficult for Council staff and members of the community to obtain additional print copies from SMC;
3. **Limited range of matters being consulted on** – as per Section 4 of the Concept Design, Council and the community are only being consulted on a limited range of matters and fundamental issues appear to be excluded;
4. **Lack of detail about the location of construction sites** – for example, the precise location of construction sites and sensitive land uses is not shown on Figure 6.1, so it can't be known if sensitive sites and land uses will be affected by construction activities;
5. **Lack of detail about construction & operational traffic & parking impacts** – without sufficient information on these significant high-impact components of the project, the impact of the project cannot be fully assessed;
6. **No Concept Design submission close date & overlap with exhibition of EIS** – indicating SMC is not committed to integrating comments on the Design Plan into the EIS; and
7. **Possibility that EIS exhibition will close just prior to election of new Council** – this would preclude the new Inner West Council from considering the EIS.



16/6107

2 May 2017

Mr Peter Jones
Project Director WestConnex M4-M5 Link
Sydney Motorway Corporation
GPO Box 3905
SYDNEY NSW 2001

Dear Mr Jones

Re: WestConnex Stage 3 (M4-M5 Link) construction dive-site options

At its February 2017 meeting, Council resolved (among other things) *"That Council requests Council officers to further consider the suitability of the site at the western end of the Rozelle Rail Yards as a possible mid-tunnel construction dive-site and report back to Council."*

Accordingly, Council officers, in consultation with Council's independent consultant engineer, undertook a further assessment of the Rozelle Rail Yards (RRY) site. This is included in a report to Council's 11 April 2017 Local Representation Advisory Committee (LRAC) meeting. A copy of that report is attached.

After undertaking this assessment, Council officers have determined that the following additional information is required:

- further details (including reference to relevant background reports) explaining why the RRY site's geography and light rail interface make it unsuitable for use as a dive site; and
- the precise alignment of the main tunnel in the vicinity of the RRY site - to allow the length and grade of the access tunnel to be determined.

It would be appreciated if you could provide Council with this information at the earliest opportunity to enable the assessment to be completed.

Should your office have any queries, please contact Kendall Banfield, Council's Manager WestConnex Unit, on 9335 2179.

Yours sincerely



Richard Pearson
Administrator

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Friday 19 May 2017

Mr Richard Pearson
Administrator
Inner West Council
PO Box 45
Leichhardt NSW 2040

Dear Mr Pearson

Re: WestConnex Stage 3 (M4-M5 Link) tunnel construction site options

Thank you for your letter of 2 May 2017 regarding the tunnel construction site options proposed for the M4-M5 Link in which you requested;

- Further details (including reference to relevant background reports) explaining what the RRY site's geography and light rail interface make it unsuitable for use as a dive site; and
- The precise alignment of the main tunnel in the vicinity of the RRY site – to allow the length and grade of the access tunnel to be determined.

We have previously advised that the Rozelle Rail Yards geography and light rail interface make it an unsuitable option, however following your request we have decided undertake further investigations.

You may have noted from the recent release of the M4-M5 Link Concept Design that Rozelle Rail Yards light rail prescient has been included as an option. We will consider the site along side of the Darley Road Leichhardt site, and a number of other areas will also be investigated as outlined in the Concept Design.

At this stage the precise alignment of the main tunnel is yet to be determined, so this information is not available to you. Further, as we are now considering the site, the need for information from reports about its suitability is redundant.

In due course we will release a preferred option and this will be explored in detail in the EIS. We will then look forward to receiving Inner West Councils formal submission on the proposal.

Yours sincerely



Peter Jones
Director
M4-M5 Link



16/6106

24 May 2017

The Hon. Stuart Ayres, MP
Minister for Western Sydney
Minister for WestConnex, and
Minister for Sport
GPO Box 5341
SYDNEY NSW 2001

Dear Minister

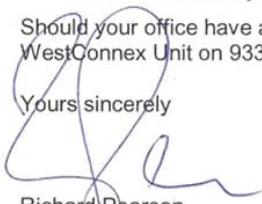
Re: Matters raised at WestConnex Community Liaison Forum

At the last meeting of Council's WestConnex Community Liaison Forum (WCLF) on 4 May, the following issues were raised by community members and supported by Council:

1. *Stage 3 (M4-M5 Link) consultation* – it appears there will be an overlap between the exhibition of the recently-released Stage 3 Concept Design and the Stage 3 Environmental Impact Statement (EIS). Sufficient time is needed between the two exhibition periods to allow for issues raised on the design plans to influence the drafting of the EIS. Overlapping exhibition periods would compromise drafting of the EIS and send a signal to the community that consultation is rushed and tokenistic. I seek your commitment that this will not occur as a matter of priority. This matter and other issues related to the Stage 3 Concept Design were also raised at Council's Ordinary Meeting last night and I will be writing to you separately with regard to what Council resolved at that meeting.
2. *Stage 3 mid-tunnel construction dive-site options* – as part of Council's consideration of Stage 3 dive-site options, Council staff have drafted a 'local issues matrix' (attached) which we request be completed for each of the three sites currently being investigated – Annandale/Camperdown, Darley Road and Rozelle Rail Yards (western end). It would be appreciated if you could arrange to have forwarded to Council an assessment of all issues within this matrix to assist Council's response to the Concept Design. It should be emphasised that Council remains steadfastly opposed to any dive sites in the densely populated Leichhardt/Lilyfield/Rozelle and Annandale/Camperdown areas and is only engaging in consideration of alternative options given Sydney Motorway Corporation's continued pursuit of the matter.
3. *Deferral of the Campbell Road land bridge from Stage 2 to Stage 3* – this important and beneficial piece of infrastructure should be delivered with the other components of the Stage 2 Urban Design & Landscape Plan (UDLP). Delivery of this bridge is a requirement of Stage 2 Condition of Approval B62 – accordingly, it should not be deferred to Stage 3. This issue has also been raised by Council in its recent submission on the UDLP.

Should your office have any queries, please direct these to Kendall Banfield, Council's Manager WestConnex Unit on 9335 2179.

Yours sincerely



Richard Pearson
Administrator

Cc: Dennis Cliche - CEO Sydney Motorway Corporation

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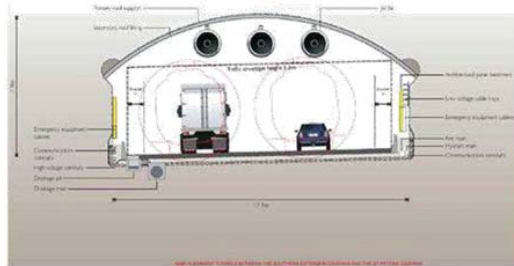
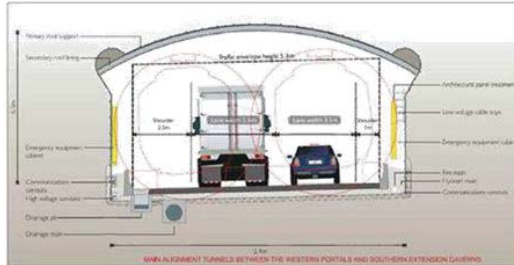
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ATTACHMENT: Inner West Council 'local issues matrix' for WestConnex Stage 3 (M4-M5 Link) mid-tunnel construction dive-site options

Local issue	7 Darley Road, Leichhardt	Rozelle Rail Yards (western end)	Annandale/Camperdown
Project truck movements increase traffic congestion			
Project trucks movements create traffic conflicts and safety issues due to grade			
Project trucks cross pedestrian routes, creating a pedestrian safety hazard			
Project trucks cross (or travel along) bicycle routes, creating a cycling safety hazard			
Movement noise from project trucks affects residential areas and other sensitive land uses			
Queuing and stabling of project trucks creates traffic and noise impacts			
Queuing/stabling of project trucks and employee parking creates excessive parking demand			
Overflow management of project trucks is difficult due to road layout			
Project truck movements delay buses			
Construction noise from dive-site affects surrounding residential areas and other sensitive land uses			
Construction dust from dive-site affects surrounding residential areas and other sensitive land uses			
Use of site involves clearing of vegetation, with an impact on flora and fauna			

May 2017

WESTCONNEX TUNNEL PROFILES WITH METRO RAIL PROFILES OVERLAID



EXAMPLES OF GUIDED BUS SYSTEMS

<p>Kerb Guidance O-Bahn Bus Way, Adelaide</p>	<p>Magnetic Guidance Phileas Bus, SRE, Netherlands</p>	<p>Optical Guidance TEOR bus, Reuen, France</p>
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